



# **Citizens Advice Universal Credit Managing Migration Pilot Baseline Results**

## **Produced by the Citizens Advice Impact Team**

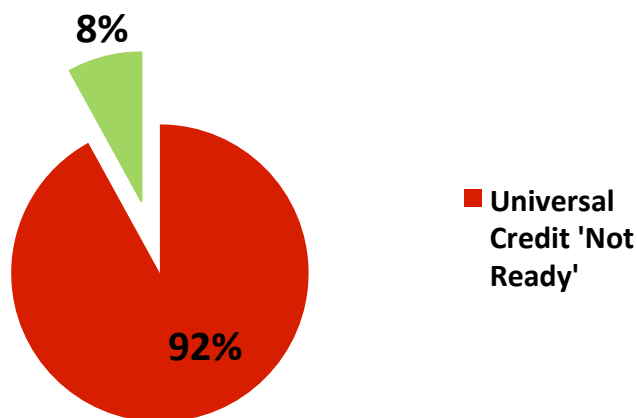
The Citizens Advice Impact Team lead on our Impact Strategy. They provide insight into the impact of Citizens Advice and each of its services, evidencing the societal value of our advice provision. The team also contribute to the voluntary sector's expertise and knowledge in this field.

## Executive Summary

Findings from the Citizens Advice Universal Credit Managing Migration pilot reveals a high proportion of Universal Credit relevant CAB clients will need support to make the transition onto the new system.

### Headline figure

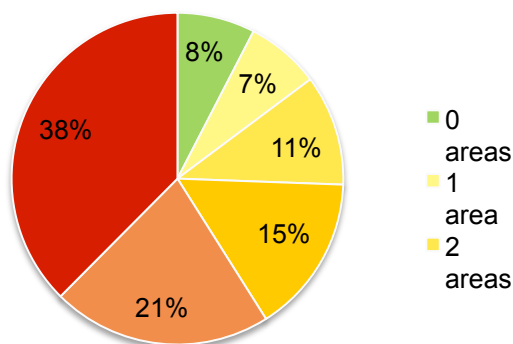
- 92 per cent of clients needing to make the migration to Universal Credit will need support to make this transition, with only 8 per cent presenting as ready for Universal Credit without further help.



### 92 per cent: the breakdown

Figure 2 shows the split between clients requiring no help to make the transition onto Universal Credit compared to those who need support in one or more capability areas; budgeting (monthly payments), budgeting, banking, staying informed and getting online.

- 85 per cent of clients need help in more than one capability area (monthly payments, budgeting, banking, staying informed and getting online).
- 38 per cent will need support across all five Universal Credit capability areas identified.



### MMP Pilot Overview

The Managing Migration Pilot (MMP) is a six month project (March – Sept 2013), working with three bureaux (Birmingham, Ynys Mon, North Dorset) to understand the level and nature of support our clients will need in making the transition to Universal Credit. The project has collected data from over 1,700 'Universal Credit relevant' clients (from 3,460 overall CAB clients) as part of the initial 'client capture window' of this pilot (11<sup>th</sup> March – 14<sup>th</sup> June).

More details about the pilot are given in the methodology appendix.

This baseline results summary includes:

<b>Headline figures</b>	<ul style="list-style-type: none"> <li>• 50 per cent of CAB clients identified as ‘Universal Credit relevant’</li> <li>• 92 per cent of those clients who are UC relevant will need support to make the migration to Universal Credit</li> </ul>
<b>UC ‘not readiness’ across multiple capability areas</b>	<b>38 per cent of all clients will need support to make the migration to UC in all identified capability areas – the largest category.</b>
<b>Breakdown for each of the five capability areas: ‘1-5’</b>	Breakdown, for each of the five capability areas, of the scoring for all clients – from 1-5, where a score of less or equal to 3 indicates UC ‘not ready’.
<b>Demographic Breakdown</b>	<ul style="list-style-type: none"> <li>• Client profile headlines for: UC relevant (1779 clients) and UC ‘not ready’(1644 clients)</li> <li>• Comparison to England and Wales national statistics for Q4 2012/13</li> </ul>
<b>Client profile data for low-scoring areas</b>	<b>This suggests a general need for support, regardless of profile details.</b>
<b>Baseline data for different profile groupings</b>	<b>This suggests a general need for support, regardless of profile details.</b>
<b>Appendix: Methodology</b>	Methodology of Managing Migration Pilot

## Headline Figures

**50 per cent** of everyday CAB clients (1,779 of 3,460) were identified as ‘Universal Credit relevant’. These are clients who receive benefits that will transfer into Universal Credit.\*

**92 per cent** of those clients identified as ‘Universal Credit relevant’ (1,644 of 1,779) need support to be able to make the migration on to Universal Credit. These clients require support in one or more of the following Capability Areas (budgeting, banking, staying informed, and getting online).\*\*

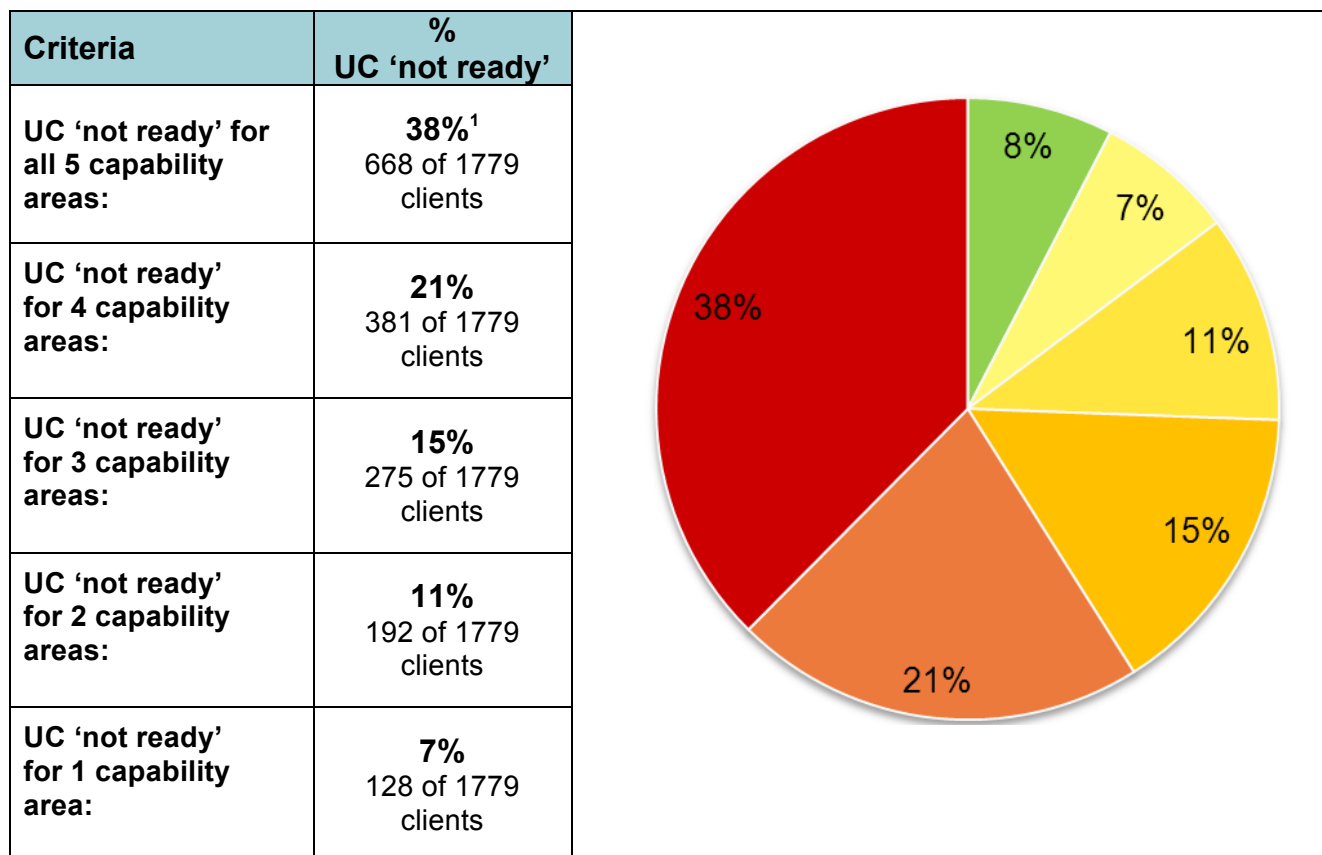
Capability Area	Criteria for ‘UC not ready’ (scores 1-3 out of a scale of 1 of 5)	% clients not ready
<p><b>Budgeting (monthly payments):</b></p> <p>I am able to keep track of my money on a monthly basis.</p>	<p>(1) does not know how much money goes in or out per month;</p> <p>(2) finds it hard to keep track of money in and out;</p> <p>(3) rough idea of monthly household spend, but needs support.</p>	<p><b>73% ‘not ready’ for UC</b></p> <p>1305 individuals of 1779 clients</p>
<p><b>Budgeting:</b></p> <p>I/we can manage changes in the money I receive</p>	<p>(1) often runs out of money and does not know what to do;</p> <p>(2) often ends up borrowing money to cover living expenses; or</p> <p>(3) has tried different things but does not feel they can make real changes.</p>	<p><b>77% ‘not ready’ for UC</b></p> <p>1376 individuals of 1779 clients</p>
<p><b>Banking:</b></p> <p>I use an account to pay priority bills on time</p>	<p>(1) not sure what priority bills are and/or the type of account needed for Universal Credit;</p> <p>(2) have the right account, but do not know how to prioritise or pay their bills;</p> <p>(3) understand how to pay bills, but not sure what to do if they do not have enough money to pay the costs.</p>	<p><b>52% ‘not ready’ for UC</b></p> <p>919 individuals of 1779 clients</p>
<p><b>Staying informed:</b></p> <p>I get the help I need and can keep up to date</p>	<p>(1) do not know about the universal credit changes;</p> <p>(2) have had some information, but unsure what it means to them; or</p> <p>(3) understand the universal credit changes, but not sure what to do next.</p>	<p><b>81% ‘not ready’ for UC</b></p> <p>1432 individuals of 1779 clients</p>
<p><b>Getting online:</b></p> <p>I can get online to manage a Universal Credit account</p>	<p>(1) do not know how to get online and manage their benefits claim online;</p> <p>(2) have received information of how to get online but need support;</p> <p>(3) know how to get online, but need support</p>	<p><b>66% ‘not ready’ for UC</b></p> <p>1169 individuals of 1779 clients</p>

\* During the client capture window of the Universal Credit Pilot (11<sup>th</sup> March-14<sup>th</sup> June), we asked 3460 people of their Universal Credit relevance, and 1779 individuals identified themselves as falling within this category.

\*\* 1644 clients during this period were identified as Universal Credit ‘not ready’, out of 1779 individuals that we collected baseline information from. Those individuals with scores equal to or less than level 3 on any capability area have been identified as not ready for UC, and will need further support.

## UC ‘not readiness’ across multiple capability areas

Individuals who will be unable to migrate to Universal Credit without support across multiple capability areas.



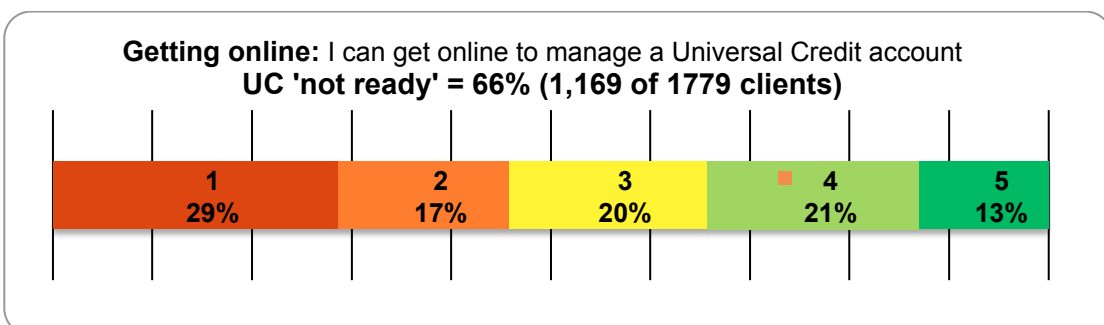
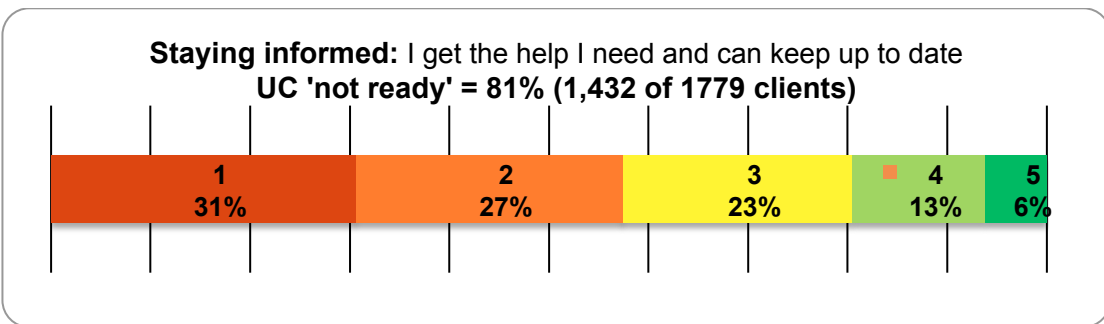
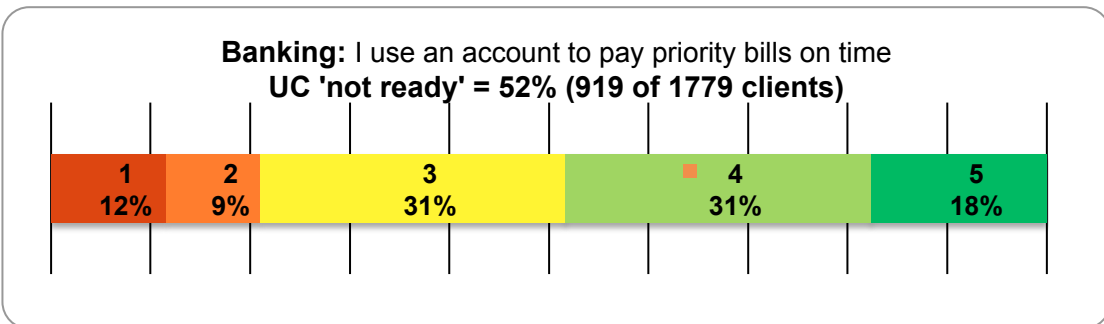
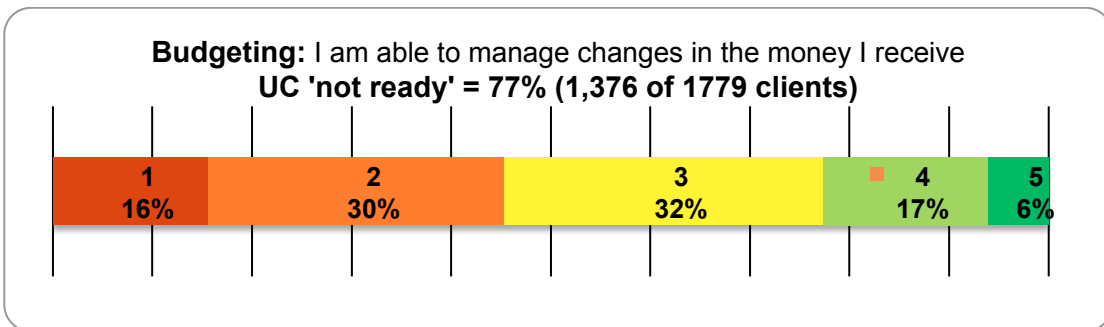
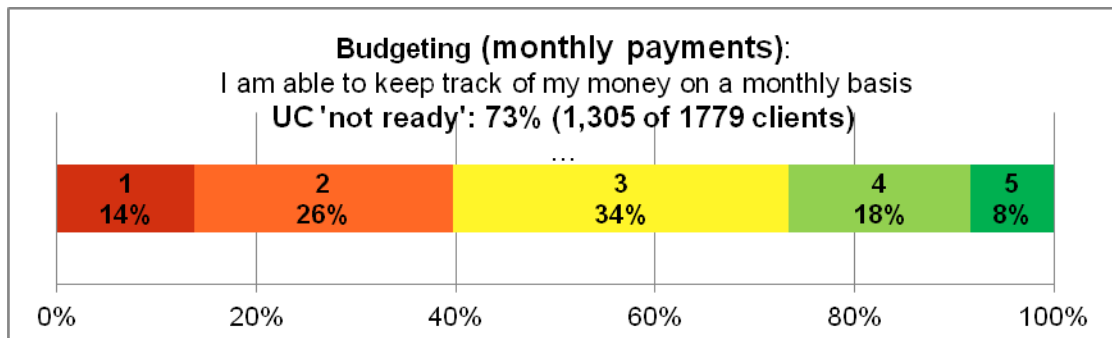
Criteria	% UC ‘not ready’
<b>UC ‘not ready’ for both budgeting capability areas:</b> - I am able to keep track of my money on a monthly basis. - I/we can manage changes in the money I receive	<b>70%<sup>2</sup></b> 1240 of 1779 clients.
<b>UC ‘not ready’ for financial capability areas (budgeting and banking):</b> - I am able to keep track of my money on a monthly basis. - I/we can manage changes in the money I receive - I use an account to pay priority bills on time	<b>46%</b> 823 of 1779 clients

<sup>1</sup> 183 clients (10% of all clients) scored less or equal to 2, and 52 clients (3% of all clients) scored 1 across all areas.

<sup>2</sup> 595 clients (33% of all clients) scored less or equal to 2 for both budgeting areas, and 171 clients (10% of all clients) scored 1.

## Breakdown for each of the five areas: '1-5'

For each of the five capability areas we have isolated as being necessary to migrate on to Universal Credit, this is how clients breakdown '1-5' in terms of Universal Credit readiness.



## Demographic breakdown

As 92 per cent of clients identify as needing support to make the migration to Universal Credit, there is very little difference in percentages between the demographic details of all UC relevant clients, and those that present as ‘UC not ready’. Most percentages stay the same, or only differ 1-2 per cent.

For clarity, we have given a breakdown of both sets of demographics. We have also provided a comparison with CAB national client statistics during Q4 of 2012/2013.

Our client capture shows a slightly higher percentage of men; middle-aged and older clients; those with disabled or health conditions; and those in social housing. It is possible this is caused by our client profile data covering individuals relevant to UC, rather than the whole service.

We also asked clients about two key aspects of being able to make the transition to Universal Credit, linked to their own capabilities and situation.

**N.B.** All percentages are where client profile data for that aspect is known. Where the proportion of ‘unknown/withheld’ answers is high, we have noted this.

	UC relevant client profile (1,779 clients)	UC ‘not ready’ client profile: (1,644 clients)	CAB England and Wales (Q4, 2012/2013)
<b>Age</b> Large proportion did not provide their age <sup>3</sup>	17-24: 5% 25-34: 22% <sup>4</sup> 35-49: 42% 50-64: 28%	17-24: 5% 25-34: 23% <sup>5</sup> 35-49: 42% 50-64: 28%	17-24: 10% 25-34: 20% 35-49: 33% 50-64: 27%
<b>Gender</b>	Male (49%): Female (51%)	Male (49%): Female (51%)	Male (45%): Female (55%)
<b>Health</b>	47% either a disability or a long term health condition. <sup>6</sup>	48% either a disability or a long term health condition. <sup>7</sup>	36.1% either a disability or a long term health condition
<b>Housing Tenure</b>	51%, lived in some form of ‘social housing’. <sup>8</sup> 25% private tenants 9% buying their own home (mortgage etc.) 5% owned own home outright. 7% staying with relatives/friends	51%, lived in some form of ‘social housing’. <sup>9</sup> 24% were private tenants 9% buying their own home (mortgage etc.) 5% owned own home outright 7% were staying with relatives/friends	32.2% in some form of ‘social housing’ <sup>10</sup> 26% were private tenants 19% buying their own home (mortgage etc.) 11% owned own home outright 9% were staying with relatives/friends
<b>Dependents</b>	47% identified themselves as having dependents	47% identified themselves as having dependents	
<b>Able to use English or Welsh to make a UC claim</b>	74% said would be able to. 26% said would not be able to, and 331 clients did not give an answer	73% said would be able to 28% said they would not be able to, and 314 clients did not give an answer	
<b>Payments to one household member be problematic:</b>	79% not be a problem 21% it would 52 clients did not provide an answer	79% not be a problem 21% saying that it would 138 clients did not provide an answer	

<sup>3</sup> For example, for UC not ready, this was 485 clients.

<sup>4</sup> 5% were between 17-24, and 3% were over 65+.

<sup>5</sup> 5% were between 17-24, and 3% were over 65+.

<sup>6</sup> 14% considered themselves to have a disability; 33% identified themselves as having a long term health condition; and 53% stated that they had no disabilities or health problems.

<sup>7</sup> 14% considered themselves to have a disability; 34% identified themselves as having a long term health condition; and 53% stated that they had no disabilities or health problems.

<sup>8</sup> We have grouped social housing to include: council/ALMO tenancy (31%); housing association/RSL tenancy (17%); hostel (2%); homeless (including B&B tenant) (1%); and prison (<1%).

<sup>9</sup> We have grouped social housing to include: council/ALMO tenancy (31%); housing association/RSL tenancy (17%); hostel (2%); and homeless (including B&B tenant) (1%).

<sup>10</sup> We have grouped social housing to include: Social tenant (30.2%); Homeless (including B&B tenant) (1.1%); Hostel (0.5%); Prison (0.4%).

## Client profile data for low-scoring areas<sup>11</sup>

The following sub-sections are profile analysis of four areas that were identified as useful in understanding the demographics that lie behind specific scorings.

**In general, we can see little differentiation between these groupings, and the overall client make-up, apart from on a few noted aspects (see ‘Banking’ and ‘Getting Online’).**

**This suggests a general need from CAB clients for support, regardless of profile details.**

### Budgeting 1: UC not ready (scored ‘1-3’)

**1305 clients:** Overall, shows the same client breakdown trends as overall CAB clients relevant during this period, and UC ‘not ready’.

<b>Age</b>	<p>The age ranges are consistent with the overall proportions of CAB clients during this period:</p> <ul style="list-style-type: none"> <li>• 41%: 35-49</li> <li>• 27%: 50-64</li> <li>• 24%: 25-34</li> </ul> <p>Our age data is slightly skewed due to the high proportion of individuals that chose not to give their age (for this subsection, 372 clients).</p>
<b>Gender</b>	Equal split, 50%/50%.
<b>Health</b>	Generally consistent with overall client trends: 51% not disabled, or health problems.
<b>Housing Tenure</b>	Generally consistent with overall patterns: 51% are in ‘social housing’ (see above definition); 25% private tenants; 9% buying home; 8% staying with friends/relatives.
<b>Dependents</b>	53% with dependents – consistent with overall clients in this period.

### Budgeting 2: UC not ready (scored ‘1-3’)

**1376 clients:** Overall, shows the same client breakdown trends as overall CAB clients relevant during this period, and UC ‘not ready’.

<b>Age</b>	<p>The age ranges are consistent with the overall proportions of CAB clients during this period:</p> <ul style="list-style-type: none"> <li>• 42%: 35-49</li> <li>• 27%: 50-64</li> <li>• 23%: 25-34</li> </ul> <p>Our age data is slightly skewed due to the high proportion of individuals that chose not to give their age (for this subsection, 374 clients).</p>
<b>Gender</b>	Equal split, 50%/50%.
<b>Health</b>	51% not disabled, or health problems.
<b>Housing Tenure</b>	Generally consistent with overall patterns: 52% are in ‘social housing’ (see above definition); 25% private tenants; 8% buying home; 8% staying with friends/relatives.
<b>Dependents</b>	54% with dependents – consistent with overall clients in this period.

<sup>11</sup> The percentages given are proportions where client details are known.



## Banking: Score of '1'

**206 clients:** There is some difference in gender, health, and dependents.

<b>Age</b>	<p>There is a slight change from overall patterns, with a dip in those in the 35-49 age bracket that are affected, with a split between old and young.</p> <ul style="list-style-type: none"> <li>• 34%: 35-49</li> <li>• 33%: 50-64</li> <li>• 23%: 25-34</li> </ul> <p>Our age data is slightly skewed due to the high proportion of individuals that chose not to give their age (for this subsection, 68 clients).</p>
<b>Gender</b>	More males were affected than females, 54%.
<b>Health</b>	Higher proportion of individuals with disabilities or long term health problems: 41% not disabled, or health problems.
<b>Housing Tenure</b>	Generally consistent with overall patterns: 52% are in 'social housing' (see above definition); 26% private tenants; 8% staying with friends/relatives. However, there was a drop in the proportion of clients who were buying their own home that were affected (5%).
<b>Dependents</b>	Higher proportion have no dependents: 65%.

## Getting Online: Score of '1'

**510 clients:** Difference in age, gender, health, dependents and language barriers.

<b>Age</b>	<p>There is a much higher proportion of older individuals that are affected, and a dip in younger individuals:</p> <ul style="list-style-type: none"> <li>• 42%: 50-64</li> <li>• 35%: 35-49</li> <li>• 15%: 25-34</li> </ul> <p>Our age data is slightly skewed due to the high proportion of individuals that chose not to give their age (for this subsection, 148 clients).</p>
<b>Gender</b>	More males were affected than females, 54%.
<b>Health</b>	Higher proportion of individuals with disabilities or long term health problems: 33% not disabled, or health problems.
<b>Housing Tenure</b>	Generally consistent with overall patterns, with slighter more in 'social housing' (56%), slightly less private tenants (22%).
<b>Dependents</b>	Higher proportion have no dependents: 66%.
<b>English/Welsh</b>	Higher proportion unable to make a claim in English or Welsh (66%), as well as higher numbers not giving an answer (121 clients).

## Baseline results for different client profile groupings<sup>12</sup>

To identify whether existing external assumptions on the need for support for vulnerable groupings is correct, we looked at specific subset client profile groupings to look at what the need for different levels of support would be.

**Overall, while there are some peaks and dips from sub-groupings, there is consistency in terms of need across the board for support in making the transition to UC, including from groups that would not be considered vulnerable (e.g. those with no disabilities, dependents, or are identified as in employment).**

This is also true when we look at the five capability areas for UC readiness – in general, these correspond within 5 per cent of the general trends for all 'UC not ready' clients. This suggests that some groupings might need a little more support in areas, but most people will need some support.

Outliers of this include 'getting online' for the 50+ grouping, which stands at 77 per cent, and a marked increase in need for support for those that identify as not able to make a claim in English or Welsh.<sup>13</sup>

**N.B.** As not all clients presented profile data, we have presented the number of clients in each grouping, rather than a percentage of all the UC relevant clients.

<b>No disability, no dependents: 636 clients</b>	
<b>UC Ready (7%)</b>	<b>UC 'not ready' (93%)</b>

<b>No dependents, no health problems: 330 clients</b>	
<b>UC Ready (8%)</b>	<b>UC 'not ready' (92%)</b>

<b>Dependents: 784 clients</b>	
<b>UC Ready (8%)</b>	<b>UC 'not ready' (92%)</b>

<b>Working Tax Credits: 241 clients</b>	
<b>UC Ready (10%)</b>	<b>UC 'not ready' (90%)</b>

<b>50+: 392 clients</b>	
<b>UC Ready (7%)</b>	<b>UC 'not ready' (93%)</b>

<b>Female, working tax credits: 158 clients</b>	
<b>UC Ready (11%)</b>	<b>UC 'not ready' (89%)</b>

<b>Social Housing/accommodation: 882 clients</b>	
<b>UC Ready (8%)</b>	<b>UC 'not ready' (92%)</b>

<b>Unable to use English or Welsh to make a claim: 378 clients</b>	
<b>Ready (3%)</b>	<b>UC 'not ready' (97%)</b>

<sup>12</sup> We have only included sub-groupings where we saw enough clients to make the data credible

<sup>13</sup> Budgeting 1 (82%); Budgeting 2 (87%); Banking (695); Staying Informed (92%); Getting Online (85%).

## Appendix: Methodology of MMP

The Managing Migration Pilot is a six month project, working with three bureaux to understand the level and nature of support our clients will need in making the transition to Universal Credit. The impetus behind this is to prepare our service delivery ahead of the roll-out of Universal Credit, gaining an insight into what potential outcomes we can expect for our clients, as well as understanding that might prevent them from successfully moving on to Universal Credit without additional support.

We are collecting data at various stages of our pilot to inform this agenda, with a focus on client identification in the initial three months, continuing into service delivery and follow-up in the later stages.

### Process:

**March-June:** Clients identified – UC readiness baselined

**March- September:** Services delivered – UC readiness captured at each interaction

**September-October:** Clients surveyed at the end – UC readiness (and barriers to UC readiness) recorded

The data that evidences our understanding of our clients' need for further support (baseline results) has been collected over the initial client capture window of this pilot (11<sup>th</sup> March – 14<sup>th</sup> June). This totals:

- 3,460 clients that, as part of our normal bureaux service delivery, have come through our door and been asked about whether they are Universal Credit relevant.
- 1,779 clients have been identified as Universal Credit relevant, and we captured demographic profile and 'UC readiness' details from them.

The three bureaux involved in this pilot are now continuing to support and deliver services to the individuals identified as needing support to migrate to Universal Credit during our client capture window.

### Our understanding of needing support with Universal Credit

Our understanding in diagnosing the nature and level of support our clients will need with making the transition to Universal Credit is underpinned by our organisation's wealth of theoretical and practical experience in financial capability and other areas.

Based on this expertise, we have created a tool that enables our pilot bureaux to diagnose whether or not clients will need support across five capability areas associated with Universal Credit migration, and what the level and nature of this support should be (assessed on a scale of 1-5). This provides us with a standardised approach to supporting and addressing clients' needs, including specific steps that have to be taken in order to move clients forwards in their journey to self-sufficiency in maintaining their Universal Credit claim. The tool therefore also allows us to measure the potential development in clients' ability to manage changes to their benefits and circumstances against this baseline, or the barriers that impede achieving these outcomes.

These five aspects are:

- **Budgeting (monthly payments):** I am able to keep track of my money on a monthly basis.
- **Budgeting:** I/we can manage changes in the money I receive
- **Banking:** I use an account to pay priority bills on time
- **Staying informed:** I get the help I need and can keep up to date
- **Getting online:** I can get online to manage a Universal Credit account

By breaking down our client experience and capacity into this format, we can see that those equal to or less than level 3 on any capability area will need further support.

